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**Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance**

# Safety and security of humanitarian personnel and protection of United Nations personnel

## Report of the Secretary-General

*Summary*

The General Assembly, in its resolution 70/104, requested the Secretary-General to submit to the Assembly at its seventy-first session a comprehensive and updated report on the safety and security of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution. It also requested the Secretary-General to include in the report an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

The present report presents an overview of the global security environment, the associated security threats and impacts on United Nations personnel, as well as the Organization's response to those challenges. The report contains an analysis of emerging security trends and the implications for United Nations personnel. It also highlights the additional requirements needed for the United Nations in response to the rising demands for security services. The report concludes with observations and recommendations for consideration by the General Assembly.

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# I. Introduction

1. In its resolution 70/104, the General Assembly requested the Secretary-General to submit to the Assembly at its seventy-first session a comprehensive and updated report on the safety and security of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution. It also requested the Secretary-General to include in the report an assessment of the impact of safety and security risks on such personnel, and the development, implementation and outcomes of policies, strategies and initiatives of the United Nations system in the field of safety and security.

2. The present report covers the 18-month period from January 2015 to June 2016. It presents an overview of the global security environment, the associated security threats, risks and challenges facing United Nations personnel,[1] the Organization's response to such threats, the strategic challenges faced by the Organization and a way forward.

# II. Security threats against United Nations personnel

## A. Global security environment

3. During the reporting period, the United Nations continued to operate in a global security environment that is increasingly dangerous, complex and challenging. United Nations personnel sustained multifaceted and interrelated threats from armed conflict, criminality, civil disorder and transnational terrorism. At the call of their respective governing bodies, United Nations personnel delivered United Nations political, humanitarian, peacekeeping and development mandates and programmes in the most challenging parts of the world, including Afghanistan, Iraq, Mali, the Syrian Arab Republic, Somalia and Yemen, where many Member States have ceased civilian activities. As the United Nations is consolidating international efforts to provide solutions to the world's conflicts, the intensity of the attacks and threats against its personnel and premises has increased concurrently.

4. Conflicts nowadays are increasingly complex. Local, national and regional vulnerabilities intersect with ethnic, religious, sectarian, socioeconomic and political tensions. This state of affairs nurtures a breeding ground for violence and presents hybrid security threats, as the protagonists of these conflicts adaptively employ conventional and non-conventional means in pursuit of their objectives. As an example, non-State armed groups, violent extremists and criminal gangs are sharing trafficking routes and assets for mutually beneficial partnerships. In

[1] For the purposes of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system personnel, United Nations Volunteers, individually deployed military and police personnel in missions led by the Department of Peacekeeping Operations or the Department of Political Affairs, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent. The security management system is responsible for approximately 180,000 personnel according to the United Nations Security Managers Information Network database.

addition, armed conflicts have expanded to confrontations in high-density urban areas, resulting in heavy, indiscriminate civilian casualties, destruction and damage to civilian infrastructure. The direct consequence is a rising demand for United Nations programmes and mandates in the midst of war zones.

5. The Islamic State in Iraq and the Levant, al-Qaida, Boko Haram and al-Shabaab continued to present significant challenges. Although the Islamic State experienced military setbacks in Iraq and the Syrian Arab Republic, these groups secured a grip in parts of Africa and Asia, with their supporters claiming responsibility for attacks in Afghanistan, Algeria, Egypt, Libya, Mali, Nigeria, Pakistan, Tunisia, Lebanon, Yemen and Somalia. An alarming trend is the ability of these extremist groups to spread violence and terror in areas previously assessed as lower threat, such as Burkina Faso, Côte d'Ivoire, Indonesia, Bangladesh and Turkey. Of particular concern are the attacks on "soft targets", especially those against civilians at commercial venues, such as hotels, restaurants, discotheques and airports, in order to maximize fear. Furthermore, the continuous targeting of religious sites, schools and hospitals throughout the world demonstrates a relentless commitment to brutality and ruthlessness. The security situation in Europe also represents a new challenge, following the terrorist attacks in France, Belgium and, most recently, Germany. While the United Nations is not targeted directly in this region, the attacks raise concerns and put significant stress on the host Governments' security capacity, which is likely to place additional strain on the United Nations security management system.

6. Moreover, the role of the Internet and social media in fuelling the violence is extremely alarming. The Internet provides ample ground for nurturing and motivating home-grown cells and opportunistic individuals to commit unjustifiable acts of violence, while also making techniques available, whether rudimentary or sophisticated. Using a reserve of disillusioned individuals and simple communication platforms, violent extremist groups are hoping to fuel terrorist attacks throughout the world.

7. Regrettably, the security environment is unlikely to improve in the near term. The *World Humanitarian Data and Trends 2015* and the *Global Humanitarian Overview 2016*, issued by the Office for the Coordination of Humanitarian Affairs of the Secretariat, have cautioned that a continuation of instability in specific countries is likely. Their analysis shows a steady increase of political conflicts since 2006 and the lack of durable political solutions. In addition, an assessment of the global security environment for the next five years, conducted by the Department of Safety and Security of the Secretariat, concluded that armed conflict and violent extremism will continue to shape the future global security landscape. The assessment indicates that unrelated threat actors, who are enabled by the use of the Internet and social media, intend to create more instability and violence worldwide.

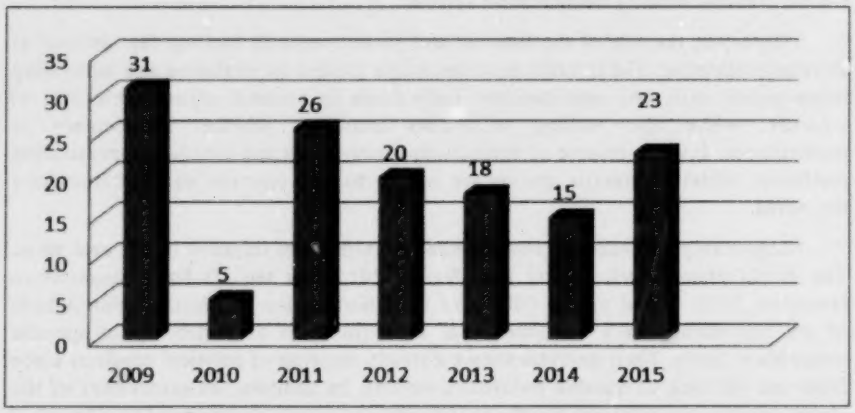
## B. Security incidents affecting the United Nations security management system

### 1. Types of incidents and their impact on United Nations personnel

*Direct attacks against United Nations personnel, premises and assets*

8. The number of direct attacks against United Nations premises and vehicles increased substantially in 2015. Direct attacks were perpetrated against 35 Organization premises and 155 United Nations official vehicles compared to 9 and 45 such attacks, respectively, in 2014, a noticeable threefold increase (see annex II). The major increase in attacks was observed in the Central African Republic, Somalia, South Sudan and Yemen. In addition, there were 109 instances of unauthorized intrusions into Organization premises in 2015. As a result, 1,819 United Nations personnel were affected by safety and security incidents in 2015compared to 1,734 personnel affected in 2014 (see annex I). A total of 23 United Nations civilian personnel lost their lives and 99 more personnel were injured owing to direct acts of violence compared to 15 and 65 personnel, respectively, in 2014. These figures represent an increase of 30 per cent in casualties of United Nations personnel owing to acts of violence (see fig. I).

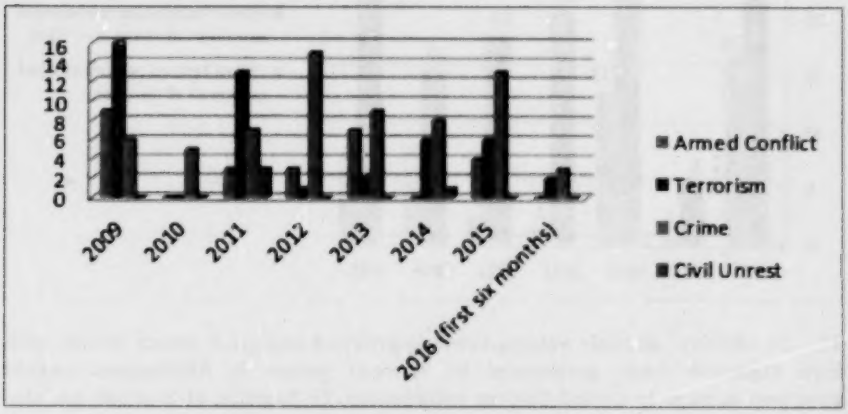
Figure I
**United Nations personnel killed as a result of violence**




9. In comparison to the significant increase in hostile attacks against Organization premises, the number of casualties among United Nations personnel was contained and the increase in casualties was not commensurate with the rise in incidents. This is likely due to the robust implementation of security risk management measures, enhanced security training, further strengthening of physical security and threat and risk assessments.

10. In 2015, 13 personnel (56 per cent) were killed as a result of acts of criminality, 6 personnel (26 per cent) were killed in terrorist attacks and 4 personnel (18 per cent) were killed as a result of armed conflict (see fig. II and annex III). Four of the six personnel who lost their lives owing to terrorism were killed in a single terrorist attack in the bombing of a United Nations vehicle in Garowe, Somalia, on 20 April 2015, where five more United Nations personnel were injured.

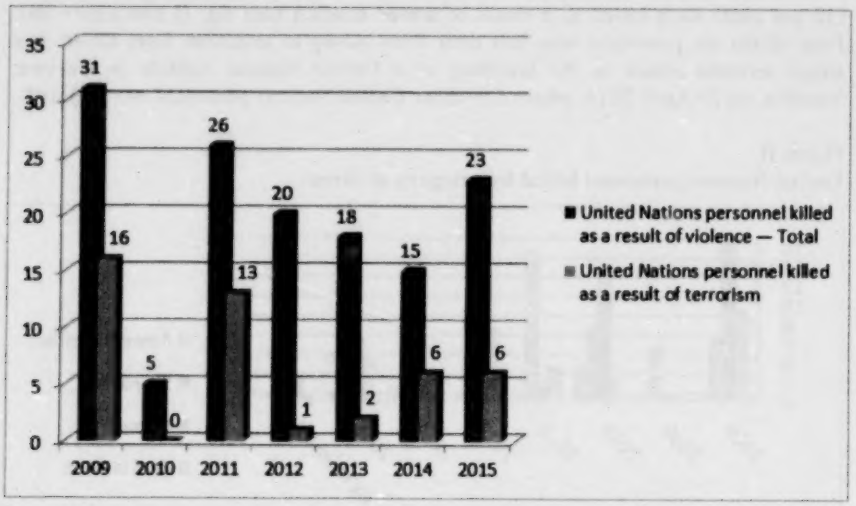
Figure II
**United Nations personnel killed by category of threat**




*Terrorism*

11. The number of casualties resulting from terrorism remained stable over the last two years. However, one single security incident can dramatically reverse this trend, as demonstrated in 2009 (Kabul) and 2011 (Abuja) (see fig. III). In 2015 and during the first six months of 2016, United Nations personnel were directly affected by terrorist attacks perpetrated by the Islamic State and other terrorist groups at public and commercial venues. Many transiting personnel were at the airport terminals during terrorist attacks on airports in Brussels and in Istanbul, Turkey. Dozens of personnel were staying as guests in hotels in Burkina Faso, Côte d'Ivoire and Mali during attacks by terrorist groups. One United Nations Volunteer was killed and another United Nations personnel was injured as a result of the attack on La Paillotte Hotel in Grand Bassam, Côte d'Ivoire, on 13 March 2016.

Figure III
**United Nations personnel fatalities as a result of terrorism**

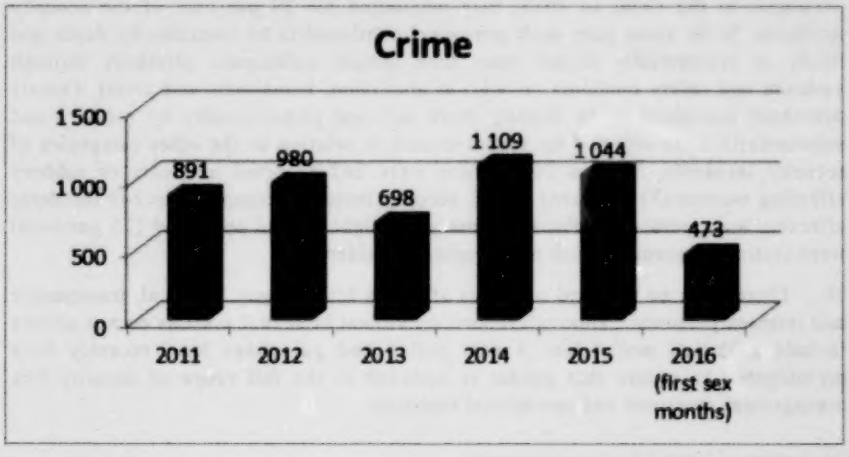



12. In addition, multiple vehicle-borne improvised explosive device attacks with high explosive loads, perpetrated by terrorist groups in Afghanistan, caused structural damage to United Nations installations. In Somalia, al-Shabaab has also employed stand-off attacks involving mortar and rocket fire, directly targeting United Nations compounds. In response, the United Nations security management system has established multiple policies, physical security enhancements and training, which are detailed below.

*Crime*

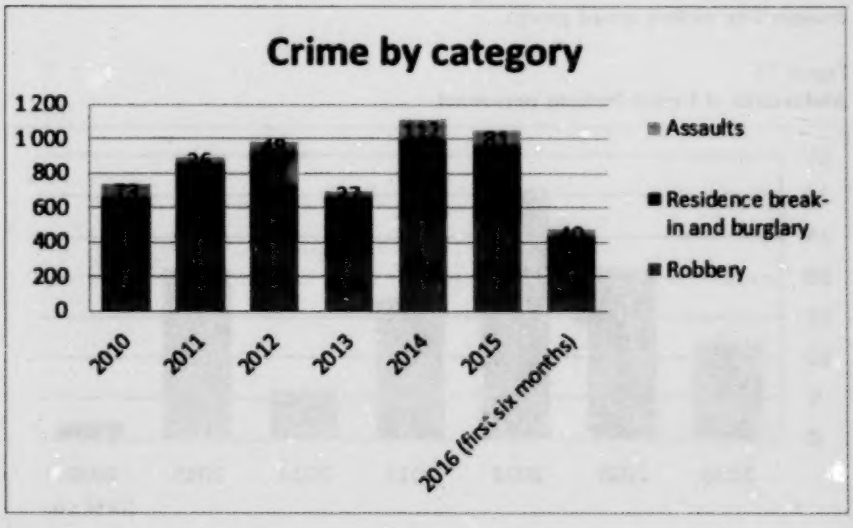
13. Although criminality targeting United Nations personnel has decreased slightly from the previous year (see figs. IV and V), in 2015, criminality accounted for the majority of the 23 deaths attributed to acts of violence. From January to June 2016, 473 personnel reported being directly affected by crime, indicating that a similar level of crime may be achieved at the end of 2016.

Figure IV
**United Nations personnel affected by crime**




14. Of the 1,044 United Nations personnel affected by crime in 2015, nearly half (49 per cent) involved robberies, while another 43 per cent of the personnel were victims of crime as a result of residence break-ins and burglaries. A new policy was promulgated at the end of 2015, providing additional guidance on residential security measures. In addition, the Inter-Agency Security Management Network is reviewing the provisions for security at the residences of locally recruited personnel.

Figure V
**United Nations personnel affected by crime, by category**



*Gender-related security incidents*

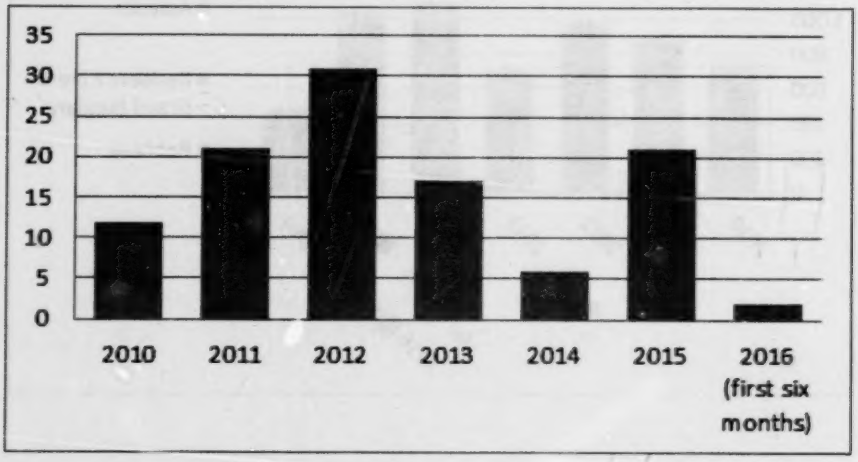
15. Female personnel represent approximately 40 per cent of all United Nations personnel in the field; in 2015, they accounted for 39 per cent of the security incidents. In the same year, male personnel continued to be impacted by death and injury at substantially higher rates than female colleagues, primarily through violence and safety incidents, as well as abduction, harassment and arrest. Female personnel continued to be slightly more affected proportionally by robbery and substantially more affected by sexual assault in relation to the other categories of security incidents. Also in 2015, there were 262 reported incidents of robbery affecting women (51 per cent) of 511 security incidents compared to 249 incidents affecting male personnel. For the same year, eight female personnel (75 per cent) were victims of sexual assault of 12 reported incidents.

16. There were no reported incidents affecting lesbian, gay, bisexual, transgender and intersex personnel, although reports on violent or sexual assaults do not always include a known motivation. A new policy and guidelines have recently been promulgated to ensure that gender is included in the full range of security risk management measures and operational response.

*Abduction of United Nations personnel*

17. In 2015, there were five security incidents involving the abduction of 21 United Nations personnel. The most significant incident occurred in March 2015 when a United Nations humanitarian convoy in the Syrian Arab Republic delivering 20 trucks of humanitarian aid to the civilian population in an area affected by military hostilities was ambushed by unknown perpetrators. The ambush led to the abduction of 17 United Nations personnel. A large majority of the 21 personnel abducted in 2015 were locally recruited (13 personnel, or 62 per cent). Following two years of decreases in abductions (see fig. VI), the aforementioned state of affairs illustrates the security challenges associated with cross-line missions in areas contested by various armed groups.

Figure VI
**Abductions of United Nations personnel**



18. Of the 21 abducted personnel, all but one were released. A locally recruited United Nations personnel abducted in Baquba, Iraq, on 16 April 2015, was subsequently murdered by unknown captors and identified on 16 February 2016. Efforts to prevent abductions are being undertaken through enhanced risk assessments and training. The release of hostages continues to be attributed to the solid hostage management capacity established within the Department of Safety and Security and the support provided by Member States.

*Intimidation and harassment*

19. Incidents of intimidation and harassment of United Nations personnel have increased significantly in the last three years, from 108 in 2013 to 295 in 2014 to 405 reported cases in 2015, in 60 countries. The increase has been observed mainly in South Sudan, which accounts for 25 per cent of such incidents worldwide, and in several other countries with peacekeeping missions. Harassment of United Nations personnel by military forces and organized militia is rising, which presents a serious challenge, as security actors are expected to play a critical role in ensuring the safety and security of United Nations operations and personnel. So far, in 2016, 174 incidents have been reported in these two categories, which is already more than in 2013.

*Arrests and detentions of United Nations and other personnel*

20. The number of United Nations personnel detained or arrested has consistently decreased since 2010 and dropped by 53 per cent from 2014 to last year. In 2015, 69 personnel were detained or arrested compared to 2014, when 128 civilian personnel were arrested (110 personnel were subsequently released). Another 39 personnel were arrested during the first six months of 2016. Currently, 19 United Nations personnel remain in detention. The majority of arrests are related to violations of local laws, including road traffic violations. Most arrests in 2015 occurred in Burundi, South Sudan, the Syrian Arab Republic and Yemen. In one recent case, when a United Nations staff member was detained in Donetsk, eastern Ukraine, on 8 April 2016, the de facto authorities did not provide reasons for the detention or grant access by United Nations officials to the detained staff member for months, despite multiple and continuing requests from the United Nations. The staff member was released on 17 September 2016.

21. Member States are urged to act against all unlawful detentions or arrests of United Nations personnel or obstruction to their freedom of movement. Moreover, Member States are urged to investigate all serious crimes and acts of violence committed against United Nations personnel within their respective jurisdictions and to seek the prosecution of all perpetrators in this regard.

*Road traffic accidents*

22. Fifteen United Nations personnel lost their lives in road traffic accidents in 2015, the same number as in 2014, while 124 personnel were injured compared to 91 personnel in 2014. A third of such incidents were associated with the use of official United Nations vehicles. In addition, 31 non-United Nations personnel were killed and another 274 non-United Nations personnel were injured in road traffic accidents involving official United Nations vehicles compared to 29 and 202 such

personnel, respectively, in 2014. The United Nations is currently engaged in establishing a system-wide strategy on road safety.

## 2. Impact of the global security environment on United Nations programmes

23. United Nations personnel are operating in some of the most dangerous places in the world, delivering life-saving or critical programmes in conflict zones marked by aerial bombings, heavy weapons or small arms fire and terrorist attacks, especially in populated urban areas. Since 2015, the Organization has delivered a large number of programmes in areas with very high residual security risks or under full evacuation of international United Nations personnel, in circumstances where activities would normally have been curtailed. In June, two missions were conducted in the besieged Syrian Arab Republic city of Dayr az Zawr. Where populations in need were inaccessible, humanitarian supplies were airdropped by the World Food Programme (WFP).

24. The deterioration of the security environment in some countries has led to the cessation of programmes, the transfer of donor funds from development to humanitarian, life-saving activities and increased needs for funding for security protection. For instance, in Afghanistan and Iraq alone, the Department of Safety and Security spent approximately $1 million for the acquisition of eight new armoured vehicles to improve the security of road movements. One United Nations agency indicated that the cost of security measures in the Syrian Arab Republic and the challenges in accessing vulnerable communities were the most significant obstacles when negotiating with potential donors about new programmatic proposals. In addition, the Department provided physical security assistance to field locations, yet the demands have outpaced the existing capacity.

*Case study 1: Somalia*

25. In Somalia, the United Nations country team has been working hard to maintain its presence outside the African Union Mission in Somalia (AMISOM) protected area so as to remain accessible to its Somali counterparts. At least four terrorist incidents over the last two years have resulted in a gradual withdrawal to the AMISOM protected area, as existing locations required significant additional funds to meet blast assessment requirements or were damaged beyond economical repair. Country offices have been severely reduced, with many agencies working out of temporary and dispersed offices and accommodation premises. International personnel not assigned to critical programmes have, on occasion, been requested to operate from Nairobi, or requested to take leave, in order to reduce presence in the face of significant threats. Most roads across southern Somalia are inaccessible owing to the terrorist threat, which severely limits the monitoring and implementation of projects and humanitarian programmes. However, in spite of such challenges, WFP re-opened its Mogadishu office for the first time in 20 years.

*Case study 2: Iraq*

26. United Nations agencies and non-governmental organizations (NGOs) are working in some of the most difficult circumstances to provide aid and stabilization efforts in the newly liberated areas of Iraq. The agencies have constantly reassessed their approach in the field by adapting work modalities, using implementing

partners and continuously assessing programme criticality to balance operational needs with security risks. Movements between government- and militia-controlled areas require considerable planning and missions are often cancelled or delayed by numerous checkpoints. Improvised explosive devices, unexploded ordnance and booby traps represent the most significant threats for United Nations operations in the region and are the cause of frequent delays or obstruction in stabilization efforts.

### 3. Security of locally recruited United Nations personnel

27. Overall, locally recruited personnel comprised 64 per cent of the United Nations personnel affected by safety and security incidents in 2015. This rate is consistent with the rate of 65 per cent observed in 2014. Such personnel are, in absolute numbers, the primary victims of acts of violence and safety-related incidents (73 per cent and 87 per cent, respectively), the majority of which are road accidents. Locally recruited personnel have also been affected at a greater ratio than their internationally recruited colleagues in two areas: arrest and detention (94 per cent); and intimidation and harassment of personnel (66 per cent). As the Organization engages in more complex and dangerous environments, locally recruited personnel and their families face difficult situations, requiring a continuous dialogue and the mobilization of efforts from different components of the United Nations system.

## C. Security incidents affecting humanitarian personnel and other United Nations personnel

### 1. Impact of security threats on humanitarian personnel, non-governmental organizations, health workers, medical personnel and other implementing partners

28. From January 2015 to June 2016, 41 NGO personnel working in close cooperation with the United Nations lost their lives as a result of acts of violence and 47 personnel were abducted, according to reports received by the Department of Safety and Security (see annex IV). The number of casualties from United Nations NGO implementing partners has decreased by 50 per cent from 92 fatalities in 2014. Although the data, based entirely on voluntary reporting to the Department, is likely incomplete,[2] it nonetheless shows that casualties continue to take a heavier toll on NGO personnel than on United Nations personnel.

29. It was reported in 2015 that 82 NGO personnel were injured as a result of acts of violence, almost the same number as that reported for 2014 (84). However, 230 personnel reported incidents of being attacked in their vehicle, an increase from 129 reported incidents in 2014.

30. The protection of aid workers and health-care personnel remains a matter of deep concern. In particular, it is essential that all parties ensure the protection of health workers and health facilities in conflict situations to enable them to provide care for the local population, as emphasized by the General Assembly in its resolution 69/132 and by the Security Council in its most recent resolution, 2286

[2] External sources, such as the *Aid Worker Security Report*, provide additional information in this regard.

(2016), in which the Council strongly condemned, inter alia, acts of violence, attacks and threats against medical personnel and humanitarian personnel exclusively engaged in medical duties, their means of transport and equipment, as well as hospitals and other medical facilities.

### 2. Security incidents affecting area staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East

31. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) employs more than 30,000 area staff in its five fields of operation: Gaza, the West Bank, Jordan, Lebanon and the Syrian Arab Republic. UNRWA provides, inter alia, registration, health, education, protection, relief and social services, in addition to reconstruction and other emergency programming to 5 million registered Palestine refugees throughout the region. UNRWA area staff carry out humanitarian operations in some of the most volatile and high-risk environments and, consequently, are exposed to all forms of security incidents. In 2015, there was a decrease of 12 per cent in the number of such incidents impacting the Agency compared to the previous year. No fatalities were reported in 2015, but two UNRWA area staff have already been killed as a result of violence in the first six months of 2016. While fatalities, injuries, abductions and detentions decreased significantly, the number of aggravated assaults and intimidation increased exponentially, the latter doubling compared to the previous year (see annex V).

32. UNRWA area staff are not covered by the United Nations security management system and therefore security incidents that had an impact on them are not included in the overall statistics contained in the present report. However, these numbers complete the overall description of the security environment in which United Nations operations are conducted.

### 3. Comparison with peacekeepers

33. Although not covered under the United Nations security management system, peacekeepers who serve the United Nations in high-risk environments face types of threats similar to those encountered by United Nations civilian personnel. There was a spike in deliberate hostile acts over the last three years, with a twofold increase from 2014 to 2015 (22 in 2013; 41 in 2014; 87 in 2015); fatalities and injuries decreased from 2014 to 2015.

34. In 2016, the number of hostile incidents by armed groups targeting peacekeepers increased in in Mali, the Democratic Republic of the Congo and South Sudan, but decreased in other peacekeeping operations, in particular in the Central African Republic and the Sudan (Darfur). In Mali, the number of peacekeeper fatalities owing to malicious acts rose significantly over previous years mainly as a result of improvised explosive devices and suicide attacks by violent extremist armed groups affiliated to al-Qaida in the Islamic Maghreb. In early 2016, some of the terrorist attacks in northern Mali were more lethal and devastating than ever before. In response, multidimensional preventive and mitigating measures were implemented.

# III. Strengthening the security management system

35. In response to the challenging and complex security environment, the Department of Safety and Security continued to provide leadership, coordination and operational support to the security management system in line with its vision, "protecting the people who work for a better world". The Department focused on priorities identified in 2015, with particular emphasis on strengthening the capacity of security decision makers and providing support for crisis management.

## A. Enhancing security risk management capacity for security decision makers

### 1. Strengthening security risk decisions

36. With support provided by Member States in accordance with General Assembly resolution 70/104, the Organization has significantly strengthened the security risk management process and the programme criticality framework tool. The revised policy on the security risk management process was promulgated in April 2016 and was preceded by substantive preparation activities, such as mandatory online training and technical briefings. This effort has been effective in bringing all the actors to a common level of understanding. In parallel, the programme criticality framework was reaffirmed as a system-wide mandatory policy in early 2016. These developments have empowered programme and security decision makers in making solid and reasonable decisions in rapidly evolving crisis or dangerous environments.

### 2. Enhanced support to designated officials

37. The Department of Safety and Security provided regular support to designated officials in 2015 by organizing inductions, briefings, consultations and workshops to help decision makers understand crisis management; to enhance their ability to effectively manage security risks; and to make critical decisions. Twenty designated officials attended crisis management training, held in Geneva in November 2015. This first initiative is being complemented in 2016 by regional workshops. Thus far, three workshops have taken place for the Middle East/North Africa and for the Americas regions, and for peacekeeping operations and special political missions, attended by a total of 35 designated officials and 53 security advisers. The Department has also started revising the designated official handbook, initially issued in 2012, and is preparing a specific aide-memoire on crisis management. Forty designated officials were briefed separately, in parallel to the expanded security programme for resident coordinators/humanitarian coordinators, organized in collaboration with the United Nations Development Group. To date, more than 5,000 United Nations personnel have completed the online Security Management Team course.

## B. Reinforcing security risk management strategies and the policy framework to make possible United Nations operations in the field

### 1. Reinforcing the framework of safety and security policies

38. The Inter-Agency Security Management Network has maintained the momentum in developing system-wide safety and security policies. From July 2015 to June 2016, six policies and two guidelines were promulgated, covering a wide range of issues. In addition, the Department of Safety and Security has intensified its efforts in promoting awareness, understanding and application of these policies, guidelines and procedures through online briefings with field-based operators, regional workshops and internal policy forums, producing short policy videos and translating policies into French.

### 2. Effective use of specific security risk-management measures

39. In 2015, the use of armoured vehicles continued to prove highly effective where deployed. Eight new armoured vehicles have been positioned in Afghanistan and Iraq, while previously acquired armoured vehicles were transferred to Ukraine, Somalia, Yemen and the Central African Republic.

40. Physical security was also strengthened at United Nations premises and compounds. In November 2015, the Department of Safety and Security issued guidance for enhanced measures specific to Headquarters, offices away from Headquarters, regional commissions and International Tribunals. In addition, the establishment of the Physical Security Unit, within existing resources, has ensured the provision of physical security support to United Nations premises worldwide. The Unit, now composed of three full-time staff members, provides guidance, reference material, training programmes and specifications for equipment to its community of practice. The Unit conducted 19 physical security assessments, including in Libya and Yemen, and provided support to 25 specific locations. However, the Department has to face the challenge of a high demand for such services from the field. Currently, owing to the lack of resourcing, there are 27 outstanding physical security assessments in the field.

### 3. Response to critical incidents

41. The security clearance system lists all United Nations personnel in a particular city, including those on travel status, and has made it possible for the United Nations system to fulfil its duty of care responsibilities by contacting all personnel who may have been affected during significant incidents and when serious aviation incidents occur.

42. In addition, the evolving security environment and the increased presence of United Nations programmes and operations in highly volatile situations has led to a substantial increase in the number of personnel exposed to stress and critical incident stress. During the reporting period, the Department of Safety and Security provided responses to 47 major critical incidents and mass emergencies (earthquakes in Nepal and Ecuador, cyclone in Vanuatu, political and civil unrest in Burundi, the Central African Republic, Yemen, Libya and the Syrian Arab Republic, hostage

incidents in the Sudan, terrorist attacks in Brussels). A total of 8,576 counselling sessions were provided to personnel and their dependants.

### 4. Training

43. While increasing its provision of support to security decisions makers, as indicated above, the Department of Safety and Security continued to develop the training of all United Nations personnel, a major component of security culture, and specific courses for security professionals.

44. The mandatory courses on basic security in the field and advanced security in the field are the fundamental requirements for all United Nations personnel. Since they were revised in 2011, more than 300,000 certificates have been issued, including renewal certification after three years of completion. For those operating in high-risk environments, the safe and secure approaches in field environments programme is an essential risk mitigation measure and a practical tool. Administered in collaboration with the United Nations System Staff College and United Nations security management partners, the programme was delivered to 12,984 personnel in 44 locations during the reporting period. In addition, an "active shooter" online course was developed and launched in English, with supporting material in French, Arabic and Spanish distributed in May 2016.

45. Approximately 1,500 security professionals have attended security learning programmes, which were often delivered in collaboration with United Nations organizations. The emergency trauma bag-first responder course, which provides training to support medical professionals who respond to critical incidents and mass casualty events, has proven particularly valuable for personnel working in isolated environments; more than 400 United Nations personnel have received the training so far this year. A specific course on physical security was designed to increase the knowledge and skills of security professionals. A pilot course was conducted in New York and will be delivered in the field in the second half of 2016.

46. Overall, the growth in demand and specialization in training is challenged by limited resources. The Department of Safety and Security is currently engaged in a review of training needs with the aim of identifying resource requirements and more effective delivery methods to provide sustainable security learning programmes to the United Nations system.

### 5. Enhancing situational awareness and threat and risk analysis

47. In order to improve the Organization's ability to face rapid changes in the security threat environment, the Department of Safety and Security developed a course of instruction designed to provide security information analysts with the necessary skills to issue analytical warnings and assessments for crisis managers and decision makers at the strategic and operational planning levels. The course will be delivered in 2017 to security information analysts in the Department and to Office of Military Affairs assessment team analysts in the Department of Peacekeeping Operations. Additional capacity is now required to cover the increasing demands in the field, in particular in the Middle East, Europe, Asia, eastern and southern Africa, and Central and South America. Moreover, additional

capacity is required to monitor the Internet and social media more effectively, in coordination with other specialized United Nations entities.

## C. Flexibility and efficiency in support of United Nations field operations

### 1. Increased demands are addressed through increased efficiency and flexibility

48. The Department of Safety and Security continued to strengthen its surge capacity to meet a rise in demand worldwide. In 2015, a total of 336 surge deployments were provided in response to security emergencies and crises worldwide, which have increased almost threefold compared to 2014. In addition, from January 2015 to June 2016, the Department provided security and protection support for 292 special events, conferences, workshops and meetings sponsored and organized by United Nations organizations away from United Nations premises. In 2016, 103 events have already been coordinated, including major events in Turkey and Germany.

49. Although the Department has successfully managed to meet increased demands and respond to unpredictable crises through efficiency and flexibility, the growing demands far outreach the existing capability. Despite the positive change and efforts of the Department, the staffing and funding structures, which were established 10 years ago, are no longer commensurate with the security environment.

### 2. Integration of security resources of the Secretariat to further these efficiencies

50. Following the start of the programme to integrate all security personnel of the Secretariat under the leadership of the Under-Secretary-General for Safety and Security, as welcomed by the General Assembly in its resolution 70/104, the Department of Safety and Security has initiated major aspects of the integration project. The goal of integrating all security personnel in one Secretariat Department is to provide quality, flexible security services to all clients at Headquarters and in the field, with a single effective chain of management authority, responsibility and accountability, and a mobile and global Secretariat security workforce.

51. The Department of Safety and Security continues to engage with all stakeholders related to the integration project, focusing on three main areas: management, human resources and finances. In particular, in close cooperation with other Secretariat entities, the Department is working to realign the functional management arrangements for chief security officers, security analysts and close protection officers in peace operations. The most challenging aspect of integration is seeking a solution to the multiple funding sources for security.

### 3. Human resources strategy for security personnel

52. The Under-Secretary-General for Safety and Security has commissioned the preparation of a human resources strategic framework that will provide an opportunity for the Department of Safety and Security to develop and maintain a professional and effective safety and security workforce. The strategy will serve as a road map for planning organizational strategies and policies in the areas of recruitment, training, career development and performance management. The

ultimate goal is to ensure that the Department has duly qualified and motivated security personnel to address emerging security threats affecting United Nations personnel and operations around the world.

#### 4. New approach to compliance and evaluation

53. Significant progress has been made in establishing an evaluation capacity as well as a lessons learned and best practice function within the Department of Safety and Security. First, evaluating the effectiveness and relevance of security programmes, including security culture and gender mainstreaming, has been developed into the normal management activities of the Department. Secondly, the lessons learned and best practice function has been enhanced from the experience of case studies undertaken in 2015. Efforts are under way to make compliance assessment a system-wide approach to be supported by the development of a policy on compliance.

## D. Building external collaboration and enhancing internal coordination

#### 1. Enhancing security collaboration between the United Nations and host Governments

54. The United Nations has pursued a strategy of building constructive relationships with host Governments, as they have the primary responsibility to provide security and protection to United Nations personnel, premises and assets. The Under-Secretary-General for Safety and Security, during his visits to host government authorities, delivers messages to ensure that such collaboration is carried out through the sharing of situational awareness, threat and risk analysis, the coordination of prevention and risk mitigation measures, and management of security crises. At Headquarters locations, coordination with host government authorities is manifested in joint drills and training sessions. In addition, the Department of Safety and Security received numerous security threat information notices from host government security and law enforcement agencies. In parallel, the Organization continuously encourages its personnel to respect national laws and national local customs and traditions.

#### 2. Campaign against impunity and promoting respect for the human rights, privileges and immunities of United Nations and associated personnel

55. The United Nations continued to make every effort to engage host Governments to protect human rights and respect the privileges and immunities of United Nations personnel. One important approach is to encourage more Member States to become parties to relevant international conventions, notably the Convention on the Safety of United Nations and Associated Personnel (1994), signed by 92 parties, and its Optional Protocol (2005), to include applicable provisions in their agreements concluded with the United Nations and to fully comply with those conventions and provisions. In addition, through the Secretary-General's Human Rights Up Front initiative, human rights issues, including the protection of humanitarian and United Nations personnel, are regularly discussed with Member States.

56. In parallel, the Department of Safety and Security has initiated a programme, in collaboration with the Office of the United Nations High Commissioner for Human Rights, to enhance awareness of security professionals about human rights principles and policies.

### 3. Strengthening partnerships with non-governmental organizations

57. The United Nations, in consultation with the international NGO networks, has revised the "Saving Lives Together" framework to provide a clearer and more systematic approach to its cooperation with international NGOs on safety and security. The new framework provides for the first time an umbrella for security collaboration with all implementing and operational partner international NGOs of the United Nations, including those in the development sector. Additional implementation guidelines were issued in July 2016 to provide assistance to United Nations country teams and NGOs in enhancing security collaboration.

58. The Department of Safety and Security has also continued to invite NGO security managers to the security certification programme for United Nations security professionals, fostering networking and mutual understanding. The Department's "surge" deployment programme has been expanded to increase the capacity of Department teams to support NGOs in volatile environments, with a total of 100 deployments to 20 countries in the reporting period. In addition, the United Nations security management system has continued to consider NGOs in planning arrangements for the evacuation of personnel and has provided aircraft capacity to assist NGOs, where feasible.

### 4. Duty of care

59. The Working Group on Duty of Care, chaired by the Under-Secretary-General for Safety and Security, has concluded its work and submitted its final report to the High-level Committee on Management in March 2016. While recognizing that the United Nations provides an adequate level of duty of care for its personnel, the Working Group identified 15 key recommendations in five areas, including medical, safety and security, psychosocial and administrative/human resources. Recommendations included the need for a predeployment package and resilience briefing; enhanced communications; strengthened medical and psychosocial services; review of the compensation, benefits and entitlements for locally recruited staff; and the need for proactive engagement, cooperation and coordination by all components/networks in the field and at the policy level. The High-level Committee on Management is currently engaged in establishing a task force to ensure that the recommended actions can be carried out in a coordinated and systematic manner.

### 5. Promoting gender considerations and inclusion

60. The United Nations has remained determined to address security challenges faced by male and female personnel, including lesbian, gay, bisexual, transgender and intersex personnel. In order to achieve this goal, the United Nations security management system developed a policy and guidelines to ensure that gender-based security risks are considered in all aspects of the security risk management process in 2015. In addition, in order to promote extensive awareness, gender-related topics have been prioritized in the learning curriculum for 2016.

### 6. Developing a United Nations security management system road travel safety strategy

61. As evidenced over the years by the consistent number of casualties and injuries caused to United Nations personnel and civilians by road traffic accidents, the United Nations security management system is currently engaged in a review of all aspects encompassing road safety. Building upon the ongoing Decade of Action for Road Safety 2011-2020, the appointment of the Special Envoy of the Secretary-General for Road Safety, in June 2015, the United Nations Coordination Meeting on Road Safety, held in April 2016, and General Assembly resolution 70/260, adopted on 15 April 2016, the security management system is committed to maintain the momentum and has started to develop an overarching United Nations road safety strategy. The strategy will seek to improve data management and analysis of vehicular accidents and fatalities, and consider establishing specific internal road safety goals.

### 7. Enhancing air travel safety globally

62. In support of the implementation of the first system-wide policy on air travel, promulgated in September 2015, the Department of Safety and Security has engaged in providing information and guidance on the use of global air transport to all United Nations security management system organizations. During the reporting period, the Department addressed an estimated 5,455 queries and organized training sessions and online policy forums. By June 2016, 108 air travel focal points were trained to provide support for the implementation of the policy.

## IV. Strategic challenges

63. The Department of Safety and Security was created in the aftermath of the bombing of the United Nations headquarters in Baghdad in August 2003. Regrettably, since that tragic event, the security environment has continued to deteriorate. Day after day, the Organization operates under extremely challenging circumstances in the most dangerous places of the world. The security situation is now more complex, marked by hybrid threats from multiple actors, and by the intersection of and interaction between terrorism and crime. Insecurity is expanding to new areas while conflicts remain unabated in other places, with a dramatic impact on civilian populations, affected in record numbers by killings and displacements and requiring the support of United Nations programmes and mandates. As evidenced in the significant increase of direct attacks against their personnel and premises, United Nations organizations are now operating on the frontlines of conflicts. The deterioration in the security environment similarly affects NGO humanitarian personnel. The United Nations organizations and the NGOs have all paid a heavy price in lives as a result of the worsening security situation.

64. The growing threat of extremism is exacerbated by technological advances being made by terrorist organizations. The use of social media and the Internet, more sophisticated techniques and procedures, and the ability to sponsor attacks in areas that were previously considered as lower risk, such as in Europe, are of mounting concern.

65. In order to make possible United Nations operations while facing these challenges, the Department of Safety and Security has been developed and strengthened over the past 10 years since its establishment. A combination of training, enhanced physical security, risk management measures, threat and risk analysis, and a strengthened policy framework have enabled the organizations of the United Nations security management system to better protect their personnel and humanitarian partners. A recent client survey of the activities of the Department demonstrated a high level of support and satisfaction with the security services provided. However, the Organization is increasingly being asked, and expected, to do more. This additional activity will require the Department to continue to enhance its specialist capabilities, seek innovations and remain flexible and responsive to stay ahead of the fast-paced changes in the security environment.

66. Independent reviews have also raised concern over the changing nature of the security environment. Most recently, the Joint Inspection Unit has undertaken a comprehensive review of safety and security in the United Nations system. In its report to the General Assembly, it recognizes the strategic challenges facing the United Nations security management system and highlights their impact on security resources.

67. Addressing the dynamic and evolving security situation and the resultant increased demand for security services has become a priority for the Organization. The integration of the safety and security resources of the Secretariat under the management authority of the Department of Safety and Security represents an essential step to ensure the most effective and efficient use of the Organization's safety and security resources.

68. Finally, in collaboration with the United Nations security management system, the Organization, in accordance with General Assembly resolution 70/104, will continue to work with Member States to ensure an adequate level of security resourcing, commensurate with the increased needs for security, to make possible United Nations activities in these insecure environments. In that regard, the Organization encourages all Member States to contribute to the Trust Fund for Security of Staff Members of the United Nations System, with a view to supporting the efforts of the Department of Safety and Security to meet its mandate and responsibilities to make possible the safe delivery of United Nations programmes.

## V. Observations and recommendations

**69. The Secretary-General expresses deep condolences to the families of United Nations personnel and humanitarian personnel, as well as humanitarian aid workers, who lost their lives while delivering life-saving operations to people who are vulnerable and in danger. The Secretary-General condemns in the strongest terms all forms of crime and violence against United Nations personnel, premises and assets. The safety and security of United Nations personnel remains an all-time priority of the Organization. It needs to be supported through multidimensional approaches and innovative thinking.**

**70. The United Nations is now continuously engaged in a world where the security environment is increasingly complex, dangerous and unpredictable.**

**Conflict and violence remain the primary causes for increased chaos and human suffering, which calls for sustained United Nations interventions. The Organization has been called upon to deliver mandates and programmes throughout the world, including in highly dangerous areas where security and protection for personnel are required more than ever. This call presents an unprecedented challenge for the Organization, which has a mandate to stay and deliver, but creates pressure on existing resources to address unmet demand.**

71. **The Secretary-General calls upon Member States and host Governments to take robust actions to protect United Nations personnel, including by protecting the human rights, privileges and immunities enjoyed by United Nations personnel, complying with the relevant international conventions, ending impunity and bringing perpetrators to justice.**

72. **Member States and host Governments are also urged to continuously protect humanitarian and medical personnel, as well as locally recruited personnel, and to make collective efforts to enhance their security and protection.**

73. **The Secretary-General also expresses his appreciation to Member States, partners and donors for their collaboration with the United Nations on security-related matters. Their continued support is most needed, in particular by providing sufficient funding to ensure that the Organization has the capacity to meet the increased security demands. In order to ensure that security services are delivered to maximum levels of effectiveness in the field, Member States' continued support is also requested for the integration of all Secretariat security resources under the authority of the Department of Safety and Security.**

74. **Lastly, the Secretary-General wishes to recommend that the General Assembly remain engaged in the issue of the safety and security of United Nations personnel and continue to provide support to the United Nations security management system.**

# Annex I

## United Nations personnel affected by safety and security incidents

| *Category of safety and security incidents* | *2010* | *2011* | *2012* | *2013* | *2014* | *2015* | *2016 (first six months)* |
|---|---|---|---|---|---|---|---|
| Fatalities resulting from acts of violence | 5 | 26 | 19 | 18 | 15 | 23 | 5 |
| Fatalities resulting from safety-related incidents | 19 | 44 | 15 | 10 | 15 | 16 | 7 |
| Injuries resulting from acts of violence | 68 | 145 | 112 | 82 | 65 | 99 | 33 |
| Injuries resulting from safety-related incidents | 164 | 166 | 209 | 144 | 101 | 130 | 3 |
| Abduction | 12 | 21 | 31 | 17 | 6 | 21 | 2 |
| Robbery | 239 | 417 | 408 | 314 | 530 | 511 | 242 |
| Residence break-in | 35 | 20 | 31 | 23 | 37 | 72 | 41 |
| Aggravated assault | 64 | 31 | 44 | 35 | 104 | 81 | 40 |
| Sexual assault | 9 | 5 | 4 | 4 | 8 | 12 | 13 |
| Burglary of residence | 385 | 418 | 493 | 322 | 430 | 380 | 150 |
| Intimidation | 210 | 224 | 209 | 81 | 149 | 228 | 107 |
| Harassment | 17 | 46 | 52 | 27 | 146 | 177 | 67 |
| Arrest and detention | 211 | 195 | 165 | 138 | 128 | 69 | 39 |
| **Total** | **1 438** | **1 759** | **1 793** | **1 216** | **1 734** | **1 819** | **749** |

# Annex II

## Attacks on United Nations premises and official vehicles

| *Category of security incidents* | *2014* | *2015* |
|---|---|---|
| Attacks on United Nations premises | 9 | 35 |
| Attacks on United Nations vehicles | 45 | 155 |
| Intrusion into United Nations premises | 26 | 109 |
| **Total** | **80** | **299** |

# Annex III

## United Nations civilian personnel affected by security incidents in 2015

| *Category of security incidents* | *Number of personnel affected* | *Internationally recruited* | *Locally recruited* | *Male* | *Female* | *Number of countries* | *Circumstances of security incidents* |
|---|---|---|---|---|---|---|---|
| Fatalities resulting from acts of violence | 23 | 6 | 17 | 15 | 8 | 11 | Armed conflict (4); terrorism (6); crime (13) |
| Fatalities resulting from safety-related incidents | 16 | 2 | 14 | 12 | 4 | 12 | Road traffic accident (15); other safety accident (1) |
| Injuries resulting from acts of violence | 99 | 34 | 65 | 68 | 31 | 28 | Armed conflict (5); terrorism (10); crime (75); civil unrest (9) |
| Injuries resulting from safety-related incidents | 130 | 39 | 91 | 85 | 45 | 40 | Road traffic accident (124); other safety accident (6) |
| Abduction[a] | 21 | 8 | 13 | 19 | 2 | 5 | All United Nations personnel but one were released |
| Robbery[b] | 511 | 213 | 298 | 249 | 262 | 63 | |
| Residence break-in[c] | 72 | 37 | 35 | 44 | 28 | 14 | |
| Aggravated assault[d] | 81 | 25 | 56 | 51 | 30 | 37 | |
| Sexual assault | 12 | 7 | 5 | 4 | 8 | 7 | |
| Burglary[e] | 380 | 140 | 240 | 253 | 127 | 57 | |
| Intimidation[f] | 228 | 66 | 162 | 134 | 94 | 54 | |
| Harassment[g] | 177 | 72 | 105 | 109 | 68 | 31 | |
| Arrest and detention[h] | 69 | 4 | 65 | 64 | 5 | 14 | |
| **Total** | **1 819** | **653** | **1 166** | **1 107** | **712** | | |

[a] Act of restraint through the use or threat of force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.

[b] Act or instance of unlawfully taking property through the use of violence or threat of violence.

[c] Unauthorized and forceful entry with intent to commit felony or crime aggravated by use of force and/or physical assault.

[d] Unlawful act which places personnel, without consent, in fear of immediate bodily harm or battery.

[e] Unauthorized and forceful entry with intent to commit felony or crime.

[f] Act of making timid or fearful or of deterring by threats.

[g] Act of systematic and/or continued, unwanted and annoying actions which serve no legitimate purpose, causing substantial emotional distress.

[h] Acts executed by State actors.

# Annex IV

## Security incidents affecting personnel of non-governmental organizations, as reported to the Department of Safety and Security

| *Category of security incidents* | *Number of personnel affected* | | |
|---|---|---|---|
| | *1 January 2013-30 June 2014* | *1 January 2014-30 June 2015* | *1 January 2015-30 June 2016* |
| Personnel who lost their lives as a result of acts of violence | 44 | 92 | 41 |
| Personnel injured as a result of acts of violence | [a] | 84 | 82 |
| Abducted personnel | 99 | 167 | 47 |
| Armed attacks on premises | [a] | 43 | 23 |
| Intrusion into premises | [a] | 71 | 218 |
| Armed attacks on vehicles | [a] | 129 | 230 |
| Lost vehicles | [a] | 45 | [a] |
| Other unspecified critical incidents (as recorded by the Department of Safety and Security in previous years) | 90 | [a] | [a] |
| **Total** | **233** | **631** | **641** |

[a] Not previously recorded.

# Annex V

## Security incidents affecting area staff of the United Nations Relief and Works Agency for Palestine Refugees in the Near East, as reported to the Department of Safety and Security

| *Category of security incidents* | *Number of area staff affected* | | |
|---|---|---|---|
| | *2014* | *2015* | *Mid-2016* |
| Fatalities resulting from acts of violence | 18 | .. | 2 |
| Fatalities resulting from safety-related incidents | .. | .. | .. |
| Injuries resulting from acts of violence | 52 | 15 | 3 |
| Injuries resulting from safety-related incidents | 3 | 6 | .. |
| Abduction | 5 | 3 | .. |
| Robbery | 15 | 9 | 5 |
| Residence break-in | 2 | 1 | 4 |
| Aggravated assault | 33 | 28 | 20 |
| Sexual assault | 1 | 2 | 1 |
| Burglary of residence | 2 | .. | .. |
| Intimidation | 39 | 75 | 40 |
| Harassment | 7 | 5 | .. |
| Arrest and detention | 40 | 30 | 11 |
| Missing personnel | 1 | .. | 1 |
| **Total** | **218** | **192** | **87** |